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UNFPA

UNITED NATIONS POPULATION FUND
PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director
Assistance to the Government of Burundi
Support for a comprehensive population programme

Proposed UNFPA assistance:	$7.8 million, of which $6 million would be programmed from UNFPA regular resources. UNFPA would seek to provide the balance of $1.8 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available.
Estimated value of the Government's contribution:	To be determined
Duration:	Five years
Estimated starting date:	January 1993
Executing agencies:	Government of Burundi United Nations and United Nations agencies and organizations National and international non-governmental organizations (NGOs)
Government coordinating agency:	Secretariat of State for Planning

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BURUNDI

Demographic facts

Population Total (000)	
Total	5,472
Males	2,666
Females	2,806
Sex ratio (/100 females)	95.0
Urban	303
Rural	5,169
Per cent urban	5.5
Population in year 2000 (000)	7,358
Functional age groups (%)	
Young child: 0-4	18.8
Child: 5-14	26.5
Youth: 15-24	19.1
Elderly: 60+	4.7
65+	3.1
Women: 15-49	23.4
Median age (years)	17.3
Dependency ratios: total	93.8
(/100) Aged 0-14	87.9
Aged 65+	5.9
Agricultural population density (/hectare of arable land)	4.21
Population density (/sq. km.)	197
Average annual change (000)	
Population increase	178
Births	277
Deaths	97
Net migration	-1
Annual population total (% growth)	3.01
Urban	5.82
Rural	2.84
Crude birth rate (/1000)	46.8
Crude death rate (/1000)	16.3
Net migration rate (/1000)	-0.3
Total fertility rate (/woman)	6.79
Gross reproduction rate (/woman)	3.35
Net reproduction rate (/woman)	2.40
Infant mortality rate (/1000)	110
Life expectancy at birth (years)	
Males	47.8
Females	51.2
Both sexes	49.5
GNP per capita (U.S. dollars, 1989)	220

Sources: Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national product per capita: World Bank, World Development Report 1991. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1990; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: 1990.

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $7.8 million, of which $6 million would be programmed from UNFPA's regular resources, over a five-year period, starting January 1993, to assist the Government of Burundi in achieving its population and development objectives. UNFPA would seek to provide the balance of $1.8 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. This would be the third UNFPA programme of assistance in Burundi; the second five-year programme, approved in 1986 for 1987-1991, in the amount of $5 million, has been extended to December 1992 in order to synchronize UNFPA's assistance with the Government's National Economic and Social Development Plan, 1993-1997, and with UNDP's programming cycle.

2. The proposed programme is based on the findings and recommendations of the Programme Review and Strategy Development (PRSD) mission conducted in May 1991 and takes into account the Government's strategies and priorities as reflected in the population policy orientations in the Detailed Report of the National Economic and Social Council, the public statement by the Head of State in March 1990 on the negative effects of rapid population growth and the country's Structural Adjustment Programme (SAP). The programme's objective is to assist the Government in attaining such national development objectives as reducing the high rate of population growth and achieving a balance between population and development.

3. The long-term objectives of the proposed programme are: (a) to raise the standard and quality of life of the people of Burundi and to improve their health and well-being, particularly of the most vulnerable groups such as women, adolescents and children; (b) to moderate population growth by achieving a contraceptive prevalence rate of 9.9 per cent in 1995, 16.4 per cent in 1997 and 21 per cent by the year 2000, which would correspond to a commensurate reduction in the total fertility rate from 6.8 to 4 children per woman; (c) to help improve the status of women and enhance their participation in the country's development process; (d) to strengthen the country's administrative structures and technical capacity to integrate population factors into development planning in all government services; and (e) to strengthen the national capacity to collect, analyse and disseminate reliable demographic data and to make full use of such data in support of development activities.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

5. Demographic trends. The population of Burundi increased from 4 million in 1979 to 5.36 million in 1990, according to the results of national censuses. This is equivalent to an inter-census growth rate of 2.6 per cent a year, or a doubling of population every 26 years. The official estimate of the current growth rate is 3 per cent, which would yield a total population of more than 7 million inhabitants in the year 2000. Thus, with a total surface area of 27,834 square kilometres, the mean density has increased from 154 to 207

inhabitants per square kilometre between 1979 and 1990 and would rise to more than 260 by the year 2000. (For United Nations projections, see the demographic fact sheet on p.2.)

6. The current demographic data and trends confirm the conclusions of the population forecast made in 1982 by The Futures Group (a private organization based in Washington, D.C.), particularly the socio-cultural and economic consequences of the high population growth rate. That forecast included, among others: (a) a shortage of land as a result of the subdivision of agricultural holdings, the size of which would decrease from 1.4 hectares in 1980 to 0.7 hectares in 2010; (b) a shortfall in food crop production of 835,000 tons between 1980 and 1995 and of 2.1 million tons in the year 2010; (c) the country's continuing deforestation as a result of demand for wood, which would increase from 1.1 million cubic metres in 1980 to 1.8 million in 1995 and 3 million in the year 2010; (d) increase in unemployment and in the dependency ratio, caused by the lag in job creation vis-à-vis the number of people entering the workforce; and (e) stagnation of per capita gross domestic product (GDP) at $110 a year between 1995 and 2010, assuming an annual growth in GDP of 3.6 per cent between 1988 and 2010.

7. Health services are in principle accessible to about 80 per cent of the population as a result of the efforts made by the Government in recent years to construct health centres and train medical personnel. However, in 1990, there was only one doctor for every 16,180 inhabitants and one hospital for every 163,090 inhabitants. Although 80 per cent of children have been vaccinated, only 20 per cent of women give birth under medical supervision. It should be emphasized that the health policy is focused on social and preventive medicine. In 1990, surveys showed a national total of approximately 300 doctors and 1,075 medical technicians and auxiliaries, 32 hospitals and 230 health centres. A recent national survey revealed that while 24 per cent of women do not want to have more children and that more than 60 per cent are undecided, the contraceptive prevalence rate has nevertheless remained very low at 2 per cent. In 1990, there were 3,647 recorded AIDS cases, and 7 per cent of the population was identified as being HIV-positive.

8. The introduction of a two-shift system in 1982 in response to the demands of the high population growth increased primary school attendance from 140,253 in 1982-1983 to 535,520 in 1989. As a result, primary-school attendance reached 76 per cent in 1990-1991. Attendance at the secondary level also rose dramatically, increasing more than sevenfold from 1964 to 1987, while enrolment beyond secondary school nearly trebled between 1977 and 1987. At the primary level, the sex ratio tends to be equal but at the secondary and university levels, females constitute only 40 and 20 per cent of the enrolment, respectively. An estimated 75 per cent of the population is illiterate.

9. Burundi is classified by the United Nations as a least developed country (LDC). It has already implemented two structural adjustment programmes, which were the basis for the Sixth Economic and Social Development Plan (1993-1997). However, the anticipated economic recovery has still not occurred because of the fall in world coffee prices and the strong population pressure on land, which together have resulted in a substantial decrease in agricultural yields.

10. In 1990, Burundi's Head of State, the Government and the country's Economic and Social Council felt the need to reaffirm their resolve to curb the rapid growth in population. The Government thus established a Coordinating Office for the National Family Planning Programme (NFPP), which recently drew up medium-term family planning goals aimed at attaining modern contraceptive prevalence targets of 9.9 per cent in 1995, 16.4 per cent in 1997 and 21 per cent in the year 2000. The Population Planning Unit has become a part of the Secretariat of State for Planning. In 1992, it plans to design a national population policy and work out the details for establishing a National Population Commission (CONAPO) and an Inter-

Ministerial Technical Group on Population. The Unit is also assisting the Secretariat of State for Planning in defining the strategy for integrating population variables into the Sixth Plan, which is in the course of preparation.

III. REVIEW OF UNFPA ASSISTANCE AND OTHER ASSISTANCE TO DATE

11. The first UNFPA assistance programme for Burundi began in June 1979. It provided $5.1 million and focused on such activities as developing integrated maternal, child health and family planning services; collecting and analysing basic population data, including that of the 1979 population and housing census; and establishing a Centre for Demographic Studies for Development. The second programme, 1987-1991, which was based on the findings of the 1986 programming mission, was approved by the Governing Council in 1987 in the amount of $5 million. It comprised a set of activities whose objectives were: (a) to expand family planning services into the maternal and child health (MCH) and health education systems; (b) to create awareness of the country's population problems and to increase demand for family planning through population information, education and communication (IEC) activities; (c) to conduct the 1990 population and housing census; and (d) to initiate research and surveys to serve as a basis for the formulation of population policies.

12. At the end of December 1991, expenditures under the second programme amounted to approximately $4.5 million, leaving a balance of $500,000. As stated in paragraph 1, the programme would be extended through 1992 in order to synchronize UNFPA's new assistance programme with the Government's National Economic and Social Development Plan for 1993-1997 and with UNDP's programming cycle. To that end, a total amount of $900,000 is needed for the 1992 bridging year.

Maternal and child health and family planning

13. An MCH/FP project first launched in 1981 continues to receive UNFPA assistance. It has succeeded in meeting some of its objectives. These included, among others: (a) the training of three supervisory staff and doctors and nurses in family planning programme management and in clinical techniques; (b) the equipping of some 30 newly built or refurbished maternity wards; (c) the drafting of a medium-term plan for the national family planning programme; (d) the organization of a national conference on Safe Motherhood in 1991 and of a national information seminar on oral contraception in 1990; and (e) the provision of training in implanting sub-dermal contraceptives. Nevertheless, there have been some shortcomings. For example, the project staff is still not large enough, and the contraceptive prevalence rate remains low at 2 per cent, mainly because of the failure of the IEC programme, inadequacies in the systematic integration of family planning services into health centres and hospitals, and the absence until recently of an official population policy.

Information, education and communication

14. The first IEC programme was formulated in 1988 in support of the MCH/FP programme. It was designed to increase demand for family planning and to promote awareness of the relationship between population and resources. Evaluations of past IEC activities concluded that such activities had not achieved their objectives because of the absence of collaboration between the MCH/FP activities and the other activities financed by UNFPA, the choice of inappropriate IEC messages and the absence of effective awareness promotion. As a result, the most recent reformulation of IEC activities has focused more on the need for effective collaboration and coordination among UNFPA activities.

15. Starting in 1988, UNFPA supported a programme under the authority of the Ministry of Primary and Secondary Education to introduce population and family life education in schools. An experimental programme has also been drawn up to integrate population and family life education topics into selected subjects in nine primary and nine secondary schools. The programme has also provided training for teachers and their supervisors and supported the production of educational guides for teachers, as well as two video cassettes on family life topics.

Data collection and analysis

16. UNFPA has financed part of the activities of the second population and housing census conducted in August 1990, providing assistance to purchase vehicles, carry out cartography work, and train census agents during the preparatory phase. The Fund also covered the costs of an international adviser and a United Nations Volunteer (UNV), who provided technical assistance in data processing analysis and in the publication of the results. The World Bank assumed responsibility for certain other operations, and the United States Agency for International Development (USAID) supplied microcomputers and software. The census was successfully completed, and the raw final results became available in December 1991. The funds allocated for analysis and publication of the results were inadequate, and UNDP has agreed to complement UNFPA's assistance by providing additional funds.

Population policy formulation

17. It was not until 1983 that an official position in favour of birth-spacing was expressed within Burundi's governing party. A UNFPA-assisted project to establish a Population Planning Unit in the Secretariat of State for Planning was launched at the beginning of 1991. The Unit coordinated the organization of a national seminar on "Population and Development", which proved to be an outstanding success and yielded results that will provide the foundation for the population policy now being drawn up.

Women, population and development

18. In view of the recent development of government structures whose mandates include improving the social status of women and developing strategies to integrate them into economic and social development, UNFPA and the United Nations Development Fund for Women (UNIFEM) approved the financing of a project to strengthen the Ministry for the Advancement of Women and Social Welfare. The objectives of the project which began in May 1991 are: (a) to assist in strengthening the Ministry's technical capacity to conceptualize, formulate and implement women's projects; (b) to incorporate family life education into the services offered in two Family Development Centres; and (c) to assist a national NGO in developing income-generating activities by means of a revolving fund.

Other external assistance

19. In addition to UNFPA, Burundi receives assistance for population and related activities from numerous other multilateral agencies and organizations as well as from bilateral sources. In future, part of the assistance from the European Community countries in the population field will be provided through the Commission on the European Communities Office in Bujumbura. USAID is providing $4.5 million to the 1988-1992 family planning IEC programme through a project implemented by the Pathfinder Fund. In addition, Burundi's National Programme to Combat AIDS and Sexually Transmissible Diseases has received $600,000 from USAID. The World Bank has made loans totalling $1.1 million over the period 1988-1992 to

support the salaries of staff working on an education for health project. Contributing a total of around $15 million to Burundi, the World Bank is prepared to increase its contribution to family planning activities. UNDP has just approved a $500,000 project for analysis and publication of the results of the census for 1991-1993.

IV. PROPOSED PROGRAMME 1993-1997

20. The UNFPA assistance programme for 1993-1997 is based on the national population strategy proposed by the PRSD mission and on the experiences gained from UNFPA's second country programme and from the activities of other donors in the population field. That strategy is incorporated in the various sectors below.

Maternal and child health and family planning

21. In view of the high population growth (3 per cent), the low contraceptive prevalence rate (less than 2 per cent) and the high rate of maternal and infant mortality, MCH/FP activities would receive priority attention, along with IEC, under the proposed programme. The aim of such activities would be to increase the contraceptive prevalence rate to 16.4 per cent by the end of the programme and to 21 per cent by the year 2000. UNFPA assistance to this sector would focus on: (a) systematically incorporating family planning into the routine activities of health centres and hospitals (particularly through consultations during the post-partum period in conjunction with the vaccination of children); (b) promoting the use of a wide variety of contraceptive methods, including Norplant and intra-uterine devices (IUDs); and (c) devising alternative systems for distributing modern contraceptives. Such systems would be set up in village community centres distant from the health centres and would make use of certain trained members of the Union of Burundian Women and of a number of traditional birth attendants (TBAs) to distribute contraceptives. In addition to supplying and distributing contraceptives, implementation of this strategy entails training medical personnel in contraception technology, motivation techniques and how to include family planning activities that attract a larger number of women to the health centres; providing management training at the central and provincial levels for different categories of health personnel; and instituting a system for supervising all field-level activities. UNFPA proposes to provide $3.05 million for this sector, of which $650,000 would be sought from other sources, including multi-bilateral sources.

Information, education and communication

22. The PRSD mission regarded the IEC sector as being the priority area for population assistance in Burundi. In order to meet the country's needs in the area of IEC, the proposed programme has adopted the following overall objectives: (a) to draw up a national strategy for IEC which has been discussed and accepted by all partners working in this field including the Catholic Church and other religious organizations, and the National Family Planning Programme Coordination Office; (b) to design and disseminate a communications programme comprising coherent and specific messages for all strata of society using both traditional and modern means, and relying predominantly on interpersonal communication; (c) to improve the capacity of the existing grass-roots community structures to disseminate family planning messages; (d) to study a series of up-to-date indicators so as to permit ongoing monitoring and evaluation of the quality and impact on society of communications programmes, particularly the evolution of contraceptive prevalence; and (e) to develop and popularize the concept of the interrelationship between family size and family welfare in particular, and between population and national development in general.

23. In the context of incorporating population and family life education into the formal sector, activities would involve: (a) finalizing student texts and teachers teaching manuals for all levels by the end of 1993; (b) training all teachers and instructors; (c) introducing population and family life education in 100 per cent of secondary schools and 50 per cent of primary schools by 1997; and (d) making students in all faculties of the national university aware of contraceptive methods and family life education by 1993, and introducing such subjects into the curriculum by 1997.

24. In the non-formal sector, the strategy of the IEC programme would focus on mobilizing broad-based institutions such as the Union of Burundian Women (UFB) and the Ministry of the Interior to promote family planning and on introducing IEC activities as a regular part of the routine of each health centre, particularly in the context of the expanded vaccination programme. In addition, close links would be sought with all Joint Consultative Group on Policy (JCGP) organizations and other donors active in the field of population IEC, in particular with UNICEF, which will be able to contribute its experience in this highly sensitive and delicate area. The UNFPA strategy would also make extensive use of the mass media, through the Ministry of Communication to promote awareness of population problems and of the benefits of family planning. Family planning components would also be integrated into the family life education and literacy programmes conducted in the Family Development Centres, in the Social Education Centres and in the context of NGO activities. With a view to supporting this new strategy, UNFPA would continue its support for the Health Population Project of the Ministry of Public Health, providing assistance to carry out research, produce IEC materials and train Ministry personnel in the management of IEC activities. A total of $2.3 million would be allocated by UNFPA to cover the needs of the non-formal and formal sectors, including a total of $500,000 which would be sought from other sources, including multi-bilateral sources.

Data collection and analysis

25. The objectives within the area of data collection and analysis would be: (a) to strengthen the capacity of the Population Department of the Ministry of Interior to compile and analyse data primarily by training staff in the disciplines associated with the study of population; and (b) to improve knowledge of the demographic factors that influence population growth and urbanization, taking into account the environment and the socio-cultural and economic situation.

26. The conduct of a multi-purpose national demographic survey is scheduled for 1994. UNFPA would assist the Ministry of the Interior and Territorial Administration in the full utilization and analysis of data on births, marriages and deaths. To make documentation on population and related disciplines more readily available, UNFPA would continue to support the Documentation Centre of the Institute of Statistics and Economic Studies of Burundi. A total of $650,000 is proposed for this sector, of which $350,000 would be sought from other sources, including multi-bilateral sources.

Population policy formulation

27. The objectives in the field of population policy formulation would be: (a) to integrate demographic variables into development planning and to draw up a national population policy for Burundi; (b) to provide technical assistance to the Population Planning Unit in its efforts to work out the details for establishing a National Population Commission (CONAPO) and an Inter-Ministerial Technical Group on Population; (c) to conduct research on strategies and methodologies for designing macro-economic models that incorporate socio-demographic variables into national and sectoral development plans; and (d) to assist the National Family Planning Programme Coordination Office in implementing a national family planning policy and in

determining the indicators of the programme's performance. A total of $800,00 is proposed for this sector, of which $100,000 would be sought from other sources, including multi-bilateral sources.

Special Programmes

28. Women, population and development. Considering that other multilateral and bilateral donors are active in the area of women, population and development, UNFPA would place its emphasis on the institutional strengthening of the Ministry for the Advancement of Women and Social Welfare. The objectives of the proposed programme would be: (a) to develop the capacity of the Ministry to design and implement activities to benefit women; (b) to promote the participation of women in national development activities through effective awareness creation; (c) to enhance the status and role of women through, inter alia, functional literacy courses for women; (d) to enhance women's understanding of family life education by using it in the literacy courses; (e) to improve the skills and knowledge of the women serving as supervisors of family development centres and social education centres run by the Government. UNFPA proposes an amount of $600,000 for this sector, of which $200,000 would be sought from other sources, including multi-bilateral sources.

29. Population and the environment. One of the most decisive factors in the Government's approach to population problems has been its recognition of the pressure population puts on the scarce land resources. This pressure is exacerbated by the continual subdivision of landholdings because of inheritance patterns and the destruction of forests and resulting soil erosion. The objectives of UNFPA assistance in the area of population and the environment would be: (a) to conduct studies and research on the consequences of population pressure for agricultural production and the environment; (b) to make the Burundian people aware of the linkages between population and the environment and the effects of ongoing deterioration of the environment; and (c) to develop the national capacity to conduct studies and research and to define the measures needed to halt or remedy environmental degradation. UNFPA proposes an amount of $150,000 for activities in the area of population and the environment in Burundi.

Programme reserve

30. A reserve of $250,000 would be set aside to satisfy other unforeseen needs that may arise during the course of the programme.

Programme coordination

31. The Secretariat of State for Planning is responsible for coordinating and monitoring all outside assistance related to population and development policy and economic and social development planning, and would therefore supervise the coordination of the proposed UNFPA population programme. Once established, the Inter-Ministerial Technical Group on Population, comprising technicians from all the ministries, would ensure the implementation of the policies adopted by CONAPO and the National Family Planning Programme Coordination Office.

32. For the MCH/FP sector, the National Family Planning Programme Coordination Office, representing the Ministry of Public Health, would ensure the coordination of all donor activities. The members of the Joint Consultative Group on Policy (JCGP) have agreed, to coordinate their programming cycles. Under the auspices of the Resident Coordinator, the meetings of the JCGP and other agencies of the United Nations

system would be continued. Quarterly bilateral meetings would be instituted with USAID, UNICEF, the World Bank and WHO in order to coordinate MCH/FP activities more effectively.

Programme monitoring, evaluation and management

33. The programme would be monitored and evaluated in accordance with standard UNFPA procedures and requirements. A mid-term review of the programme would be organized in 1995 with a final review in 1997. All activities would have built-in monitoring and evaluation components to monitor implementation at regular intervals and to assess the results and contributions of activities to the achievement of the overall goals of population activities in the country. The programme would be monitored by the Country Director, under the guidance of the UNFPA Representative. Whatever the mode of execution, UNFPA will make full use of available and appropriate national and regional technical backstopping capacities, complemented by the country programme technical support teams that will become operational in 1992 as part of the UNFPA successor support cost arrangements approved by the Governing Council in decision 91/37.

Financial summary

34. As indicated in paragraph 1, UNFPA would provide assistance in the amount of $7.8 million, of which $6 million would be programmed from UNFPA's regular resources. UNFPA would seek to provide the balance of $1.8 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources become available. The following table shows how the programme areas would accommodate these two levels of funding :

	UNFPA regular resources $	Other resources $	Total $
Maternal and child health and family planning	2,400,000	650,000	3,050,000
Information, education and communication	1,800,000	500,000	2,300,000
Data collection and analysis	300,000	350,000	650,000
Population policy formulation	700,000	100,000	800,000
Women, population and development	400,000	200,000	600,000
Special programmes	150,000	--	150,000
Programme reserve	250,000	--	250,000
TOTAL	6,000,000	1,800,000	7,800,000

V. RECOMMENDATION

35. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Burundi in the amount of $7.8 million for the five-year period 1993-1997;

(b) Authorize the Executive Director to programme, subject to the availability of funds, an amount of $6 million from UNFPA's regular resources, over the period 1993-1997;

(c) Further authorize the Executive Director to seek to provide the remaining balance of up to $1.8 million from a combination of UNFPA regular resources and other resources, including multi-bilateral resources, when and to the extent such additional resources from any of the above sources become available;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Burundi and with the executing agencies.